



United Nations
Educational, Scientific and
Cultural Organization

Executive Board

Hundred and eightieth session

180 EX/27

PARIS, 18 August 2008
Original: English

Item 27 of the provisional agenda

REPORT BY THE DIRECTOR-GENERAL ON EVALUATIONS COMPLETED IN 2008

SUMMARY

In accordance with 179 EX/Decision 20, the Director-General hereby submits a short report on some of the evaluations completed in 2008, together with his comments.

There are no additional policy implications of a financial or administrative nature.

Action expected of the Executive Board: proposed decision in paragraph 9.

BACKGROUND

1. At the 179th session of the Executive Board, by 179 EX/Decision 20, the Executive Board reiterated that the Director-General should continue to report periodically on evaluations completed, on the progress made in the follow-up to evaluation recommendations and in strengthening the quality of the evaluations undertaken.
2. Quality of evaluations: IOS continues to promote further improvements in the quality of the evaluations undertaken, and to support the use of evaluation for learning and accountability. This is an ongoing process. For instance, beginning this biennium management responses, showing clearly how the Organization is addressing the findings and recommendations from evaluations, are being posted on the IOS website together with the full evaluation reports. This is expected to contribute to learning from evaluations.
3. Layout: Summaries of the evaluation reports are given in the first part of this document, presented in a tabular format as directed in 175 EX/Decision 26. The recommendations are positioned alongside the findings and/or conclusions to which they refer. The findings are given as achievements and challenges as assessed by the evaluators, with the last column in each table providing brief accounts of the actions that the Director-General has already taken, or is taking, in response to the recommendations made. In the second part, a table showing progress in the implementation of evaluation recommendations for 2004-2007 is presented. The Director-General then gives some generic lessons emerging from the evaluations.

PART I – PRESENTATION OF EVALUATION REPORTS

4. The Pilot Phase of the Nigeria-UNESCO Science and Technology Education Project (STE).
5. UNESCO Santiago's Regional Network of School Leadership Development (SLN).
6. Capacity-Building for Education for All Programme (Cap-EFA).

4. The Pilot Phase of the Nigeria-UNESCO Science and Technology Education Project (STE)

Brief description and background of the activities evaluated/reviewed		
<p>Science education in primary and secondary schools in Nigeria has been hampered by the absence of functional laboratories and characterized as lecture-based, teacher-centered, lacking the suitable application of scientific equipment, and involving low female participation. The Nigerian Government decided to address these challenges, and called upon UNESCO for the design and implementation of a programme for the revitalization of science and technology education. The Nigeria-UNESCO Special Project on Improvement of Science and Technology Education was thus initiated with the objectives to: (i) Rebuild science education in Nigeria by improving the capacity of primary and secondary schools teaching and learning of science and technology through the revitalization of laboratories which are fully furnished with science learning equipment; and (ii) Build a critical mass of science educators at the primary and secondary levels who are able to teach science in a way that links the subjects learned with the real world experiences of the students. The pilot phase with a projected duration of three years starting in September 2005 involved the supply of science and mathematics kits to selected schools, training of teachers, and building capacity of school inspectors, and was coordinated from UNESCO-Abuja Office.</p>		
Budget		
<p>Total pilot phase cost of 3,071,760,480 Naira (US \$23.84 million) was funded entirely by the Federal Government of Nigeria. Of this, 409,760,480.12 Naira, equivalent to \$3,179,979.96 was a self-benefiting funds-in-trust to UNESCO, and the rest for the supply of the kits.</p>		
This Evaluation		
<p>The evaluation sought to establish how successful the pilot phase of the project has been together with the main lessons to be learnt, particularly with a view of scaling up the project in Nigeria. The approach adopted comprised (i) desk studies/document review; (ii) interviews with major stakeholders including: Officials of the Nigerian Federal Ministry of Education (FME), State Ministries of Education, science and mathematics teachers, students, suppliers of the kits, selected national and international agencies, and UNESCO staff members; and (iii) observation visits to some 26 schools in 15 states. The evaluation was conducted by a team of external consultants from Nigeria, the United Kingdom and Zambia at a cost of \$60,000.</p>		
Findings and conclusions	Recommendations	Actions taken/to be taken by the Director-General
Relevance		
<p>1 Achievements: The Nigerian Government places high priority on STE, as is demonstrated by several supporting policy statements, plus the funding of the pilot phase of the project. Various stakeholders, such as the FME, state education officials, school principals, and science and mathematics teachers are supportive of the project.</p>	<p>Given the stated commitment of the Nigerian Government to scaling-up, the FME should ensure that appropriate needs-based analysis is conducted for an appropriate design and planning of the project. This analysis may begin with an estimate of the number of trained scientists required to support the nation's economic and developmental goals and design and appropriate strategy to address the needs. Appropriate use should be made of expertise within UNESCO and Nigeria.</p>	<p>There are ongoing questions of overpricing of the kits (some 800%). Once these are cleared with no possibility of a repeat, UNESCO may then support a systematic design and planning for a possible next phase, drawing from the knowledge base of existing science education and other projects in Nigeria, and expertise from Nigeria, UNESCO Headquarters, IBE and/or the Regional Offices.</p>

Findings and conclusions		Recommendations	Actions taken/to be taken by the Director-General
	Relevance (<i>continued</i>)		
2	Challenges: The consultants found that the Strategy Note on <i>Scaling up the science, technology and mathematics project, 2007-2015</i> , Federal Ministry of Education, lacks the very same needs-based analysis that this Evaluation recommends. There were no evidence that the Strategy Note was prepared in consultation with experts in science, mathematics and technology education in Nigeria, and at UNESCO Headquarters. It requires more than just kits to make sustainable improvements in STE; the STE curriculum and the teaching and learning approaches must be suitable. Better leveraging of expertise and information across UNESCO (e.g. UNESCO-supported TVET project) was needed.	See recommendations given in #1 above. There must be a clear strategy and management scheme for ensuring that the Project maintains quality assurance (especially with regard to the training of teachers and State and Federal inspectorates) and that impact is effectively measured going forward.	(See also the actions to be taken as given in #1 above). The strategy for the next phase of the STE project would be prepared by UNESCO in collaboration with the Federal Ministry of Education (FME) through consultations with national and international experts in the education of science, technology and mathematics. This would need to take into account the limited capacity of UNESCO's Abuja Office to coordinate and backstop a larger project. Quality assurance in science education will be addressed in the broader context of monitoring learning achievements in Nigeria.
	Results, efficiency, effectiveness		
3	Achievements: The project contributed to some improvements in the teaching (and learning) of science and mathematics in 25 of the 26 schools and colleges visited by the evaluation team. The kits are now used for demonstrating science experiments in cases where science teaching was previously only by explanations given by the teachers.	See recommendations given in #1 above.	(See also the actions to be taken as given in #1 above). The feasibility of revitalizing science laboratories will be considered as envisaged in the original project document. Alternate cost-effective approaches will also be explored.
4	Achievements: 740 primary and 961 secondary schools received kits. There is growing interest in science and mathematics, seen through increased membership of school science clubs, the winning of schools science competitions and increased enrolment in science streams in secondary schools.	See recommendations given in #1 above.	(See the actions to be taken as given in #1, #2 and #3 above and #12 below). An advocacy and communication strategy would be devised for popularizing science, technology and mathematics among teachers and pupils with particular attention to girls and rural schools.

Findings and conclusions		Recommendations	Actions taken/to be taken by the Director-General
	Results, efficiency, effectiveness (<i>continued</i>)		
5	Achievements: Some 3,220 mathematics and science teachers were trained. All the trained teachers interviewed were satisfied with the instructions for the use of the kits. Several had gone on to train other teachers in their schools, while some have developed substitute kit items from local materials.	UNESCO should undertake work that is consistent with its mandate in education and science, e.g. teacher training, curriculum development both for teacher training, and for STE in schools and colleges.	(See also the actions to be taken as given in #1, #2 and #3 above). The gains of teacher training and initiatives by teachers in developing cost-effective kits in the pilot phase will be appropriately considered in further developing the curriculum for teacher training, and in institutionalizing the approach in Colleges of Education through the auspices of NCCE and NTI.
6	Achievements: The teachers in 20 out of the 26 schools visited successfully demonstrated their grasp of active learning techniques (ALT), and have actually integrated parts of the methodology into their lessons.	See recommendations given in #1 above.	The use of active learning techniques (ALT) for teaching science and mathematics will be promoted and expanded in the next phase.
7	Achievements: The Steering Committee, chaired by the Federal Minister of Education was effective. It carried out its duties diligently given that the Project was implemented on time and to budget.	See recommendations given in #1 above.	The roles and functions of the Steering Committee vis-a-vis UNESCO's structures and hierarchy will need to be properly defined and delineated.
8	Challenges: The qualities of several kit items were inappropriate; for instance: mathematical shapes supplied in wood, instead of durable plastics and primary science kits contained glassware instead of plastic.	See recommendations given in #1 above.	(See the actions to be taken as given in #1, #2, and #3 above). The design and durability of kits will be reviewed in the next phase.
9	Challenges: In 10 of the 15 states visited, the State Committees, who were charged with, among other tasks, making sure that a sufficient number of teachers were trained, as well as periodic inspections by State Inspectors had not met in at least a year. The committees had unclear roles and responsibilities.	Given that this evaluation demonstrates the need for effective State and Federal Inspector visits to participating schools, there should be a standardized process (including a manual and good record-keeping) supporting the work of the inspectors.	(See the actions to be taken as given in #1, #2 and #3 above). A thorough analysis of the efficacy of the project structures in the pilot phase will be undertaken prior to the next phase.

Findings and conclusions		Recommendations	Actions taken/to be taken by the Director-General
	Sustainability		
10	Achievements: Potential local suppliers of the kits are putting in place the infrastructure necessary for the local production of kits.	See recommendations given in #1 above.	This issue is not directly relevant for the future of the project.
11	Challenges: The consultants found that UNESCO did not deliver with respect to the mobilization of funds for the envisaged scaling up of the project (as stated in the agreement), and as expected by the Nigerians.	UNESCO should refrain from acting as a sponsor or other agent for resource mobilization. This falls beyond UNESCO's mandate and should more aptly be placed with the Nigerian Government.	While UNESCO is not a funding agency, it has an important role in acting as a catalyst for mobilizing resources for science education in developing countries. Nevertheless, it is unrealistic to expect UNESCO to mobilize resources of the order of approximately \$125 million for the next phase of the STE Project in Nigeria.
12	Challenges: The primary kits were very much over-priced. Costs for kits in two similar situations were: (i) \$4,244 in Nigeria vs. \$115 in Pakistan and (ii) \$4,244 in Nigeria vs. \$200–\$500 in Rwanda. It was not clear to the consultants whether competitive bidding was done for the supply of the kits. The inflated costs made the project non-cost effective, and also non-sustainable.	The current costs of the science and mathematics kits remain uncompetitive. This remains so even after the re-negotiated prices for the kits. The Nigerian Government must make every effort to ensure that these costs are reduced.	The relevance, efficiency, sustainability and cost-effectiveness of an equipment-oriented approach to improving science and mathematics education, which poses operational and reputation risks to UNESCO, is open to question and will be re-examined. In any case, a competitive and transparent bidding process must be in place for the procurement of the equipment that will be required. (See also the actions to be taken as given in #1 above.)

5. UNESCO Santiago's Regional Network of School Leadership Development (SLN)

Brief description and background of the activities evaluated/reviewed			
<p>The Regional Network of Leadership Development was established by the UNESCO Regional Office for Education in Santiago (OREALC-UNESCO), Chile, in 1999. The objective was to build a critical mass of school principals who would pioneer transformational leadership and promote student learning in Latin America and the Caribbean. The programme contributes to the education for all (EFA) programme, in particular to the improvement of quality of education. It also sought to reduce school repetition and drop-out rates in areas with the most cultural and economic marginalization. It has four components: (i) training courses, offered by OREALC-UNESCO and external partners; (ii) a network of NGOs, ministries, universities and OREALC-UNESCO; (iii) online training courses; and (iv) the development of instructional materials. It has been implemented in: Argentina, Bolivia, Chile, the Dominican Republic, Ecuador, El Salvador, Mexico, Nicaragua and Paraguay. The training courses, typically lasting four days, focused on pedagogical and strategic leadership for school principals. A computer simulation "The Leader", and a textbook summarizing key concepts were also developed.</p>			
Budget			
<p>The total budget over the period 2000-2007 was: Regular Programme: \$67,635; Extrabudgetary: \$200,909.</p>			
This evaluation/review			
<p>The evaluation assessed the School Leadership Network (SLN) for the period 2000-2007. It covers: (i) the extent to which the SLN activities are contributing towards the overall goals of UNESCO and the expected results; and (ii) the effectiveness and efficiency of the organizational arrangements for planning and implementation. Methods used included: a survey of principals who had received training; in-depth focus group interviews; review of relevant documents; in-depth case studies of participating schools; and statistical analysis of repetition and drop-out rates. It was conducted by three evaluators from Mexico from August to October 2007 at a cost of \$27,310.</p>			
Findings and conclusions		Recommendations	Actions taken/to be taken by the Director-General
Relevance			
1	<p>Achievements: The programme has been highly relevant for UNESCO's institutional goals related to improvements in the quality of education. The placing of school principals at the centre of efforts to change the management of school systems was ahead of its time. This was confirmed by recommendations stemming from a UNESCO study on school management systems in 2007.</p>	<p>UNESCO should develop closer institutional ties with other institutions working towards improving learning environments at the school level. This could include agreement on a declaration of good practices and school management policies for the region.</p>	<p>The second Regional Encounter on School Leadership will be convened in 2010. A declaration of good practices and school management policies will also be elaborated.</p>
2	<p>Challenges: Many activities have been isolated from the local policy framework. It is necessary that the programme becomes strategic in nature and focus and directly involved in the policy agenda of ministries of education.</p>	<p>OREALC-UNESCO should negotiate with education ministries to integrate relevant aspects of SLN into national policies for school-based management and quality of education. Also more local universities should be involved as partners.</p>	<p>The SLN will support National School Leadership Encounters to include leadership issues as part of national policies and programmes for school-based management. A diploma on School Leadership is being developed with two Chilean and one Ecuadorian universities.</p>

Findings and conclusions		Recommendations	Actions taken/to be taken by the Director-General
Results, efficiency, effectiveness			
3	Achievements: The evaluation team estimated that over 1,250 school principals were trained by the programme between 1999 and 2007. In addition, 45 education professionals from different academic backgrounds attended the teacher training course.	To more efficiently build up a critical mass of trained school principals in the region, the use of self-learning kits and materials should be explored.	The SLN will develop a project in El Salvador for dissemination through a local TV network. This will later be packaged as self-learning materials for use in other countries.
4	Achievements: The training course brought about changes in daily leadership practices and in school organizational environments. Most of the school principals interviewed were able to narrate specific applications of the skills developed by the leadership course. Resulting conditions reported on include: (i) improved communication between teachers; and (ii) cleaner school environments.	The programme should install a monitoring system to enable systematic assessment of its impact.	A participants' follow-up and evaluation system will be designed and implemented by the end of 2009.
5	Challenges: There are challenges in efficiently meeting the extensive demand and increasing participation of principals from marginalized areas. Their participation has been significantly lower in training courses offered online or by universities, when compared to those offered directly by UNESCO.	Alternatives should be considered to increase the funding for the programme. Such extra funding should be used to subsidize participation of principals from rural and marginalized areas.	OREALC-UNESCO will seek extrabudgetary funds to subsidize participation of principals from rural and marginalized areas and for other activities of the SLN.
Sustainability			
6	Challenges: The SLN is highly dependent on the sole coordinator, with no arrangements to institutionalize the programme and ensure continuity in the absence of the current coordinator.	The programme should be integrated into other initiatives promoted by OREALC-UNESCO, such as the KIPUS and Innovemos networks, with adequate human and financial resources provided.	Two projects to aid integration with other networks will be launched by the end of 2008, namely: <ul style="list-style-type: none"> • with KIPUS: leadership development of the directors of teacher training institutions; and • with Innovemos: leadership for curricula changes within public schools in vulnerable environments.

6. Capacity-Building for Education for All (Cap-EFA) Programme

Brief description and background of the activities evaluated/reviewed		
Cap-EFA is an extrabudgetary programme supporting capacity-building for EFA in selected Member States. It is pool-funded under a Memorandum of Understanding (MoU) between UNESCO and five Nordic countries. Switzerland recently joined the pool. The programme has supported literacy and teacher training activities in 11 Member States, within the frameworks of TTISSA (40%) and LIFE (60%).		
Budget		
\$11.8 million for 2006-2008, with some 93% decentralized to country level.		
This evaluation/review		
The objective of the evaluation was to assess how, and to what degree the Cap-EFA programme and its funding modality (the MoU) have contributed to relevant parts of UNESCO's education programme, and to help Cap-EFA donors and UNESCO decide on future forms of cooperation. It was conducted by four external consultants from Finland, Sweden, United Kingdom and Angola between December 2007 and March 2008 at a cost of \$62,000.		
Findings and conclusions	Recommendations	Actions taken/to be taken by the Director-General
Relevance		
1 Achievements: Cap-EFA has had a significant role in the implementation of UNESCO's education programme. Activities are largely coherent and aligned with the relevant UNESCO policy and strategy documents. The MoU has allowed integrated planning and programming and supported coherence between the regular programme and extrabudgetary funds.	The programme should be continued. With some modifications and strategic re-orientation, it can play an even bigger role in enhancing UNESCO's mandated service delivery to Member States. Cap-EFA support should continue to be aligned with the C/4 and C/5 cycles.	A new programme document 2008-2009 has been devised in the light of the evaluation, and a draft MoU 2008-2013 has been prepared jointly with the supporting donors. Further, regular programme alignment is strengthened through the ED-specific strategy under the UNESCO Additional Programme of Targeted/Projected Extrabudgetary Activities.
2 Challenges: UNESCO activities have suffered from unclear focus and limited fulfilment of prioritization. Cap-EFA emphasized prioritization of Least Developed Countries (LDCs) but the prioritization was not unequivocal: seven out of 18 eligible LDCs and four out of eight eligible non-LDCs were selected.	The Cap-EFA should be based on country needs and national education plans, be part of the joint efforts at country level and invoke ownership. Priority should be given to LDCs in the selection of countries and to policy requirements in the way themes are selected. Cap-EFA should be based on UNESCO's capacity to deliver.	This will be ensured partly through UNESS and it is included as part of the assessment criteria of new interventions. The programme will aim to move to a 100% LDC focus, while previously benefiting non-LDCs can benefit in the current biennium only to phase out; extract lessons learnt for capacity development and ensure UNESCO's upstream policy role.

Findings and conclusions		Recommendations	Actions taken/to be taken by the Director-General
	Relevance (continued)		
3	Challenges: Cap-EFA is dedicated to upstream capacity-building activities, yet UNESCO lacks clear definition for these, resulting in some ambiguity. All projects engage in downstream activities. Though important, this does not necessarily strengthen UNESCO's image as an upstream policy adviser to Member States.	Aligned with document 34 C/5, Cap-EFA should further accentuate upstream policy advice. Downstream project implementation should be allowed only in exceptional circumstances with clear added value and a feedback mechanism to support UNESCO's policy advisory role.	The upstream focus is emphasized and clarified as a working definition in the revised programme document, in which the balance of up-, mid- and downstream is specified. If an activity is downstream then it is to feed upstream.
	Results, efficiency, effectiveness		
4	Achievements: Overall implementation of Cap-EFA in the 11 countries is found to be successful, with readjustments recommended in seven cases. Programme management is also found to be good.	A more rigorous <i>ex ante</i> appraisal of the programme logic, options for design and implementation and expected impacts should be conducted in future.	<i>Ex ante</i> appraisal is being strengthened through UNESS which will be instrumental on a country basis.
5	Challenges: A key limitation concerns unrealistic definition of some problems to be addressed through Cap-EFA. This has led to unclear programme intervention logic with a mismatch between the challenges and the available resources, missing hierarchy of objectives and lack of quantified indicators.	The programmatic nature of the Cap-EFA programme document should be strengthened with clear identification of challenges to be addressed, followed by detailed definition of the programme intervention logic and indicators against which progress can be measured. There must be clear goals and objectives that permit easily reportable results.	The revised programme document focuses the programme around five capacity development priorities as the framework for design, implementation and monitoring of interventions. A results matrix maps outcomes at programme, theme and country level with performance indicators at each level, presenting the Cap-EFA hierarchy of objectives.

Findings and conclusions		Recommendations	Actions taken/to be taken by the Director-General
	Results, efficiency, effectiveness (continued)		
6	Challenges: Professional capacities and technical expertise especially in field offices need strengthening. Although the UNESCO “family approach” has strengthened service provision to the Member States in planning for the country-level interventions, the field offices have faced difficulties in identifying the available expertise and resources in UNESCO. UNESCO internal cooperation and coordination is found weak.	The Cap-EFA document should define UNESCO’s comparative advantage/added value with clear identification of actual service providers in UNESCO. The identified experts should participate closely in the preparation and monitoring of the support funded by Cap-EFA to ensure smooth delivery of expertise from within UNESCO. A mechanism is needed to ensure that external expertise also strengthens UNESCO’s capacity.	The revised programme maps UNESCO delivery capacity for Cap-EFA showing sector expertise and services available across Headquarters, institutes and offices/bureaux. Internal coordination is also being improved by increased consultation in the development of the programme document. Knowledge generation for capacity development is consolidated and further, the family approach will encompass up to three entities to improve coordination/ownership at country level.
	Sustainability		
7	Challenges: Sustainability and chances for scaling up piloted activities depends on financing from national budget and/or other development partners. UNESCO’s cooperation with especially the multi- and bilateral development partners was found not to be systematic.	Underline the importance of fully using the One-United Nations processes developing UNESCO support to the Education Sector locally, and of other existing cooperation mechanisms set up by the local education group. It seems logical to move towards a programme approach in order to ensure sustainability and greater impact.	The revised programme document makes clear that national ownership, alignment with existing development frameworks and synergistic partnerships are both pre-requisites for interventions and subject to monitoring and evaluation.

PART II – CONCLUDING REMARKS OF THE DIRECTOR-GENERAL

7. Status of recommendations: The following table shows the status of implementation of evaluation recommendations from 2004 to 2007.

Year	Number of evaluation reports submitted to the Executive Board	Total number of recommendations	Open recommendations as of 27 June 2008
2007	3	26	26
2006	9	53	21
2005	7	47	12
2004	7	50	7
	26	176	66 (38%)

The actions implemented were agreed upon between the respective units and IOS. They satisfactorily addressed the recommendations concerned. In the past three months, the number of open recommendations has fallen from 112 (64%) to 66 (38%). Previously IOS reported on the follow-up to evaluation recommendations to the spring session of the Executive Board in its Annual Report. In future IOS will submit a status report in the above tabular format.

8. Lessons learned: The three evaluations presented show that the respective programmes have been relevant for the stakeholders involved: UNESCO management staff in LCMP; School principals in SLN; and the broader EFA in Cap-EFA. Aligning extrabudgetary funding in a complementary manner to that of the regular programme was highlighted as achievements for both Cap-EFA and SLN. Weaknesses in UNESCO's internal cooperation and coordination are to receive particular attention from programme sectors.

Action to be taken by the Executive Board

9. The Executive Board may wish to adopt a decision along the following lines:

The Executive Board,

1. Recalling 179 EX/Decision 20,
2. Having examined document 180 EX/27 which summarizes the evaluation reports that have been presented,
3. Taking note of the recommendations made by the evaluators as well as the report of the Director-General on the actions taken or to be taken to implement these recommendations,
4. Invites the Director-General to implement in a timely manner recommendations which improve the programmes and services to which they relate, and to continue to improve the quality of evaluations by implementing the UNESCO Evaluation Strategy;
5. Requests the Director-General to continue to report to it on evaluations conducted on the Organization's programme activities, on the progress made in strengthening programme management, in the follow-up to evaluation recommendations for each programme evaluated, and in strengthening the quality of the evaluations undertaken and their impact on the management culture of the Organization.



United Nations
Educational, Scientific and
Cultural Organization

Executive Board

Hundred and eightieth session

180 EX/27 Add.

PARIS, 3 October 2008
Original: English

Item 27 of the provisional agenda

REPORT BY THE DIRECTOR-GENERAL ON EVALUATIONS COMPLETED IN 2008

ADDENDUM

SUMMARY

This addendum to document 180 EX/27 contains updated information on the status of implementation of evaluation recommendations from 2004 to 2007. The table contained herein replaces the one in paragraph 7 of document 180 EX/27.

Year	Number of evaluation reports submitted to the Executive Board	Total number of recommendations	Open recommendations as at 30 September 2008
2007	3	26	19
2006	9	53	9
2005	7	47	5
2004	7	50	3
	26	176	36 (20%)